

Message Text

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PAGE 01 STATE 122784
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TO AMEMBASSY MEXICO NIACT IMMEDIATE

INFO AMEMBASSY MOSCOW PRIORITY

S E C R E T STATE 122784

NODIS

E.O. 11652: GDS

TAGS:UR,MX

SUBJECT: LOPEZ PORTILLO VISIT TO SOVIET UNION

REF: SECTO 5013

1. FOLLOWING POINTS ARE WITH REFERENCE TO SECRETARY'S
BILATERAL CONVERSATIONS MAY 4 WITH FOREIGN MINISTER ROEL DUR-
ING WHICH ROEL ASKED AND SECRETARY AGREED TO PROVIDE POINTS
ON ISSUES WHICH MEXICANS MIGHT USEFULLY RAISE WITH SOVIETS
DURING PRESIDENT LOPEX PORTILLO'S UPCOMING VISIT.

2. AFRICA/GENERAL BACKGROUND. U.S. AND OTHER COUNTRIES
HAVE NOTED WITH CONCERN PATTERN OF SOVIET ACTIVITIES IN THIRD
WORLD, PRINCIPALLY AFRICA, DURING RECENT MONTHS. INCREASING
PRESENCE OF CUBAN PERSONNEL IN AFRICA--CLEARLY SERVING SOVIET
INTERESTS AND OPENLY ASSISTED BY USSR IN TRANSPORT AND
LOGISTICS--HAS AFFECTED REGIONAL STABILITY JUST AS IT

SECRET

SECRET

PAGE 02 STATE 122784

IMPACTED NEGATIVELY ON OVERALL U.S.-SOVIET RELATIONS. U.S.
CONCERNS RELATE DIRECTLY TO EFFECTS OF OUTSIDE INTERFERENCE
IN THIRD WORLD CONFLICTS, WHICH CAN ONLY BE DESTABILIZING
AS IT MAKES IT MORE DIFFI-ULT TO SEEK EQUITABLE SOLU-
TIONS THROUGH COMMON EFFORTS TOWARD JUST SETTLEMENT OF SUCH
CONFLICTS.

3. SOVIET/CUBAN INVOLVEMENT IN THE HORN OF AFRICA.

--SOVIETS HAVE ARGUED THAT THEIR SUPPORT TO ETHIOPIA, AS THAT OF CUBANS, IS IN RESPONSE TO VIOLATION OF ETHIOPIAN TERRITORIAL INTEGRITY. AT SAME TIME, HOWEVER, FACT IS THAT SOVIETS PROVIDED ARMS AND ASSISTANCE TO SOMALIA FOR MANY YEARS AND THIS MUST BE SEEN AS A DIRECT, OUTSIDE IMPETUS TO SOMALI OPERATIONS AGAINST OGADEN. ETHIOPIANS, WITH PARTICIPATION OF CUBAN COMBAT UNITS, SUCCEEDED IN OBTAINING SOMALI WITHDRAWAL FROM OGADEN, BUT ISSUE AT PRESENT IS WHAT FURTHER MILITARY ACTIONS IN AREA MAY BE ABETTED BY SOVIET AND CUBAN INVOLVEMENT.

--U.S. BELIEVES THERE SHOULD BE NEGOTIATED RESOLUTION OF THE UNDERLYING PROBLEMS IN THE HORN, INCLUDING THE PROBLEM OF ERITREA AND OF THE SOMALI-ETHIOPIAN BORDER. SUCH AN APPROACH IS THE ONLY MEANS OF AVOIDING A RECURRENCE OF CONFLICT IN THE AREA.

--USSR'S CLOSE RELATIONSHIP WITH THE ETHIOPIAN GOVERNMENT GIVES IT A STRONG POSITION FROM WHICH TO ENCOURAGE THE ETHIOPIAN GOVERNMENT TO WORK FOR A PEACEFUL SETTLEMENT. SINGLE-MINDED PURSUIT OF A MILITARY SOLUTION WILL INCREASE THE SUFFERING AND BLOODSHED, BUT WILL NOT SOLVE THE UNDERLYING ERITREA PROBLEM.

SECRET

SECRET

PAGE 03 STATE 122784

--INTRODUCTION OF FOREIGN FORCES INTO ERITREA WOULD DECREASE THE POSSIBILITY OF A NEGOTIATED POLITICAL SETTLEMENT AND INCREASE TENSION IN THE HORN.

--ACTIVE CUBAN INVOLVEMENT IN THE HORN OF AFRICA IS IN NO WAY CONSISTENT WITH CUBA'S AVOWED STATUS AS MEMBER OF NON-ALIGNED MOVEMENT (NAM). PRESENCE OF 16,000-17,000 CUBAN COMBAT FORCES IN ETHIOPIA REPRESENTS A DEGREE OF INVOLVEMENT WHOSE IMPLICATIONS MUST BE OF CONCERN TO OTHER STATES INCLUDING THE NAM.

--USSR SHOULD RECOGNIZE THAT ITS EMPHASIS ON POLICY OF DETENTE MUST BE JUDGED IN LIGHT OF SOVIET INVOLVEMENT ELSEWHERE IN THE WORLD. SIMILARLY, INVOLVEMENT IN THE REGIONAL PROBLEMS OF AFRICA, E. G. THE HORN, LEADS TO LEGITIMATE DOUBTS ABOUT THE WILLINGNESS OF THE USSR TO JOIN OTHER COUNTRIES IN SEEKING PEACEFUL SOLUTIONS TO PROBLEMS OF REGIONAL INSTABILITY.

4. OTHER AFRICAN QUESTIONS

--U.S. AND OTHER COUNTRIES HAVE BEEN PURSUING INTENSIVE

EFFORTS TO FIND JUST AND LASTING SOLUTION TO SITUATION IN RHODESIA/ZIMBABWE AND IN NAMIBIA.

--USSR AND CUBA SHOULD ALSO ACT RESPONSIBLY AND AVOID ANY ACTIONS WHICH HAVE EFFECT OF MAKING SETTLEMENT PROCESS MORE DIFFICULT OR WHICH AGAIN INCREASE REGIONAL TENSIONS THROUGH INTRODUCTION OF OUTSIDE INTERVENTION.

5. SALT

--U.S.-SOVIET NEGOTIATIONS ON STRATEGIC ARMS AGREEMENT HAVE PROCEEDED IN SERIOUS VEIN AND HAVE MADE GOOD PROGRESS. SECRETARY VANCE'S VISIT TO MOSCOW IN APRIL PROVIDED FURTHER
SECRET

SECRET

PAGE 04 STATE 122784

OTHER OPPORTUNITY FOR HIGH-LEVEL DISCUSSIONS ON REMAINING ISSUES AND U.S. AND USSR WILL CONTINUE WORK ON RESOLVING REMAINING POINTS.

6. CONVENTIONAL ARMS TRANSFERS

--U.S., JUST AS MEXICO AND OTHER LATIN AMERICAN STATES, HAS RECOGNIZED PROBLEM POSED BY INCREASING WORLD EXPENDITURES ON CONVENTIONAL ARMAMENTS. PRESIDENT CARTER HAS EMPHASIZED HIS DETERMINATION TO ADDRESS THIS PROBLEM AND U.S. HAS UNDERTAKEN POLICY OF UNILATERAL RESTRAINT IN ITS ARMS TRANSFERS.

--AT SAME TIME, PROBLEM IS GLOBAL IN NATURE AND REQUIRES EFFORTS BY NOT JUST U.S. ALONE. U.S. AND USSR HAVE NOW HELD TWO ROUNDS OF CONSULTATIONS ON SUBJECT OF CONVENTIONAL ARMS TRANSFERS (CAT), IN DECEMBER 1977 AND IN MAY 1978. THE TWO SIDES HAVE AGREED TO HOLD FURTHER TALKS IN THIS REGARD.

--U.S. STRONGLY BELIVES THAT EFFORTS TO RESTRAIN CAT MUST BE APPLIED ON A REGIONAL BASIS, EVEN AS SUPPLIERS CONSIDER POSSIBLE OVERALL GUIDELINES AND PRINCIPLES WHICH MIGHT BE FOLLOWED IN DEALING WITH ARMS TRANSFERS IN A MANNER WHICH MEETS LEGITIMATE SELF-DEFENSE NEEDS OF RECIPIENTS.

--POINTS MADE ON ABOVE TREATMENT OF SITUATION IN AFRICA MAKE IT CLEAR THAT ARMS TRANSFERS CAN HAVE DIRECT DESTABILIZING EFFECT THERE. PRESIDENT LOPEZ PORTILLO MIGHT WISH TO IMPRESS ON SOVIET LEADERS THAT REGIONAL RESTRAINT, IN AFRICA AS WELL AS IN LATIN AMERICA AND ELSEWHERE, IS CONCRETE EVIDENCE OF MUTUAL EFFORTS TO ADDRESS DIFFICULT PROBLEMS POSED BY INTERNATIONAL ARMS TRANSFERS AROUND
SECRET

SECRET

PAGE 05 STATE 122784

THE WORLD.

7. OTHER ARMS AND DISARMAMENT QUESTIONS

--COMPREHENSIVE TEST BAN: NEGOTIATIONS IN GENEVA RESUMED IN MAY AND EFFORTS TO REACH AGREEMENT ON A CTB ARE PROCEEDING VERY SERIOUSLY.

--THE U.S. AND USSR HAVE HELD CONTINUING NEGOTIATIONS ON QUESTIONS RELATING TO CHEMICAL AND RADIOLOGICAL WEAPONS; THE TWO COUNTRIES WILL MEET IN HELSINKI IN EARLY JUNE TO DISCUSS ANTI-SATELLITE WEAPONS.

--THERE HAVE BEEN FOUR ROUNDS OF U.S.-SOVIET TALKS ON STABILIZATION OF THE INDIAN OCEAN AREA.

8. ENHANCED RADIATION WEAPONS

--PRESIDENT CARTER STATED ON APRIL 7 THAT HE HAD DECIDED TO DEFER PRODUCTION OF WEAPONS WITH ENHANCED RADIATION EFFECTS.

--AT THE SAME TIME, THE PRESIDENT NOTED THAT THE ULTIMATE DECISION ON THESE WEAPONS WOULD BE INFLUENCED BY THE DEGREE TO WHICH THE SOVIET UNION SHOWS RESTRAINT IN ITS CONVENTIONAL AND NUCLEAR ARMS PROGRAMS, AND FORCE DEPLOYMENTS AFFECTING THE SECURITY OF THE U.S. AND WESTERN EUROPE.

--THE U.S. DOES NOT CONSIDER THAT THE SOVIET ANNOUNCEMENT OF THE USSR'S INTENTION NOT TO BEGIN PRODUCTION OF ENHANCED RADIATION WEAPONS (MADE BY BREZHNEV IN HIS APRIL 25 SPEECH IN MOSCOW) IS RESPONSIVE TO THE PRESIDENT'S DECISION ON DEFERRING PRODUCTION. THE USSR HAS FOR A NUMBER OF YEARS CONTINUED TO INCREASE AND TO MODERNIZE ITS FORCES BEYOND A LEVEL NECESSARY FOR DEFENSE, AND THE U.S. AND ITS ALLIES HAVE HAD TO TAKE STEPS TO COPE WITH SHORT-TERM VULNER-

SECRET

SECRET

PAGE 06 STATE 122784

ABILITIES AND RESPOND TO LONG-TERM THREATS.

9. TREATY OF TLA TELLO

--THE U.S. TOOK FAVORABLE NOTE OF THE SOVIET DECISION TO ADHERE TO PROTOCOL II OF THE TLA TELLO TREATY.

--THE U.S. BELIEVES THAT THE ENTRY INTO FORCE OF THE TREATY OF TLATELOLCO FOR BRAZIL, ARGENTINA, CHILE AND CUBA WOULD CONSTITUTE AN IMPORTANT STEP FORWARD IN NON-PROLIFERATION EFFORTS, AND THE APPLICATION OF INTERNATIONALLY BINDING IAEA SAFEGUARDS THROUGHOUT LATIN AMERICA.

--ONE OF THE FINAL REQUIREMENTS FOR FULL ENTRY INTO FORCE OF THE TREATY IS FOR CUBA TO BECOME A PARTY TO THE TREATY, AND IT WOULD BE HELPFUL FOR THE USSR TO URGE THE CUBAN GOVERNMENT TO RATIFY THE TREATY AND THEREBY BRING ABOUT A

NUCLEAR WEAPONS FREE ZONE THROUGHOUT LATIN AMERICA.

10. CHINA

--SINO-SOVIET RELATIONS HAVE CONTINUED TO BE CHARACTERIZED BY BASIC DIFFERENCES IN THEIR RESPECTIVE VIEWS OF THE WORLD SITUATION AND, ESPECIALLY FROM CHINA'S STANDPOINT, LACK OF PROGRESS IN ADDRESSING OUTSTANDING TERRITORIAL ISSUES BETWEEN THE TWO COUNTRIES.

--SOVIETS CONTINUE TO STATION LARGE NUMBERS OF MILITARY FORCES ALONG BORDER WITH CHINA AND, AS ILLUSTRATED BY RECENT BORDER INCIDENT, THIS IS MARKED BY PERIODIC TENSIONS BETWEEN THE TWO COUNTRIES.

SECRET

SECRET

PAGE 07 STATE 122784

--U.S.-CHINA RELATIONS CONTINUE TO BE CONDUCTED IN ACCORDANCE WITH THE SHANGHAI COMMUNIQUE OF FEBRUARY 28, 1972, SEEKING PROGRESS TOWARD THE NORMALIZATION OF RELATIONS BETWEEN CHINA AND THE U.S. THE FORTHCOMING VISIT TO PEKING BY DR. ZBIGNIEW BRZEZINSKI, ASSISTANT TO THE PRESIDENT FOR NATIONAL SECURITY AFFAIRS, IS PART OF CONTINUING OFFICIAL CONTACTS BETWEEN CHINA AND THE U.S.

11. CONTENTS OF THIS MESSAGE SHOULD BE CONVEYED AS SOON AS POSSIBLE TO APPROPRIATE MEXICAN OFFICIALS IN ORDER TO REACH PRESIDENT LOPEZ PORTILLO PRIOR TO HIS DEPARTURE FOR MOSCOW. ANY SUPPLEMENTAL POINTS WILL BE PROVIDED BY 1000 LOCAL TIME MAY 15, AND EMBASSY WILL BE ALERTED TO THEIR RECIPT BY TELEPHONE.

12. FOR EMBASSY MOSCOW:

PLEASE DISREGARD EARLIER MESSAGE WHICH SPECIFIED THAT POINTS FOR PRESIDENT LOPEZ PORTILLO WOULD BE PROVIDED TO YOU FOR PASSING TO MEXICAN EMBASSY MOSCOW. MEXICAN OFFICIALS NOTIFIED US SUBSEQUENTLY THAT PRESIDENT'S PREFERENCE WAS TO RECEIVE PRIOR TO DEPARTURE FROM MEXICO CITY, HENCE

THIS MESSAGE.

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Message Attributes

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